### FOOD SAFETY AND INSPECTION SERVICE

## Revised FY 2000 and FY2001 ANNUAL PERFORMANCE PLANS

Mission, Goal and Objectives

The Food Safety and Inspection Service (FSIS) was established by the Secretary of Agriculture on June 17, 1981, pursuant to legislative authority contained in 5 U.S.C. 301 that permits the Secretary to issue regulations governing the United States Department of Agriculture (USDA). The Service is responsible for regulating the meat, poultry, and egg products industries to ensure that meat, poultry, and egg products moving in interstate commerce or exported to other countries are safe, wholesome, and accurately labeled.

#### The Mission of the Agency is:

1.4 Objective

To ensure that the Nation's commercial supply of meat, poultry, and egg products is safe, wholesome, and correctly labeled and packaged, as required by the Federal Meat Inspection Act (FMIA), the Poultry Products Inspection Act (PPIA), and the Egg Products Inspection Act (EPIA).

FSIS is composed of two major inspection programs:

The Meat and Poultry Inspection Program, authorized by the FMIA and the PPIA, is responsible for uniformly applying inspection procedures and standards for sanitation, humane slaughter, pathogen reduction, food safety, and product labeling at all establishments under federal inspection as well as assessing the effectiveness of State inspection programs to assure that standards at least equivalent to those under the Federal Acts are applied to meat and poultry establishments under State jurisdiction. Further, the program is responsible for reviewing foreign inspection systems that export meat and poultry products to the United States, and inspecting imported products at ports of entry to assure that standards equal to those under FMIA and PPIA are applied to meat and poultry exported to the United States. The Laboratory Services program supports meat and poultry inspection through the scientific examination of meat and poultry products for disease, contamination, or other forms of adulteration.

The Egg Products Inspection Program, authorized by the EPIA, requires continuous mandatory inspection of egg processing plants producing liquid, frozen, or dried egg products to ensure that products sold are wholesome, unadulterated, and truthfully labeled. This act also requires the control of imported egg products to ensure that U.S. requirements are met.

FSIS is one of 32 Federal agencies designated as a "High Impact Agency" (HIA) which indicates that its operations have a significant impact on the American public and businesses. The FSIS HIA Plan follows the Goal and Objectives specified in the FSIS Strategic Plan. The Goal and Objectives are:

Goal: Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.

Outcome: The outcome will be a 25 percent reduction in the number of foodborne illnesses associated with meat, poultry, and egg products by the year 2000.

1.1 Objective	Reduce pathogens on raw products.
1.2 Objective	Establish effective working partnerships with other public health agencies and stakeholders to support the President's National Food Safety Initiative.
1.3 Objective	Promote food safety from farm-to-table.

Complete the necessary cultural change to support HACCP and food safety.

**1.5 Objective** Promote international cooperation on food safety.

**1.6 Objective** Establish management strategies to maximize effectiveness, efficiency, and

diversity of FSIS resources to improve food safety.

FSIS is currently in the process of transitioning into a post PR/HACCP implementation of a new strategic plan that involves coordination with the President's Council on Food Safety agencies. The Council is looking at the classic risk analysis model which includes risk assessment, risk management, and risk communication as the basis for developing a strategic plan vision statement and draft food safety goals that create the framework for its food safety strategic plan. The current draft goals are as follows:

Goal 1: The United States' Food Safety System is Based on Sound Science and Risk Assessment.

Goal 2: The United States Has an Integrated and Effective System for Detecting and Managing Food Safety Risk from Farm to Table.

Goal 3: Targeted Information on Food Safety Risks and How to Reduce Them is Honestly and Effectively Communicated to All Involved in Food Safety Along the Farm to Table Chain.

In order to meet the challenge of this transition, it is necessary to take steps now so that the Agency can fulfill its obligations to protect public health. The Agency used the concepts from these draft goals and vision statement as major tools in developing the FSIS FY 2001 program initiatives, Annual Performance Plan, and budget submission.

Baseline: In 1996, the annual number of foodborne illnesses from meat, poultry, and egg products was estimated to be up to five million and the number of related deaths is estimated to be up to 4,500. These estimates are based on the Centers for Disease Control and Prevention (CDC) study by Bennett, Holmberg, Rogers, and Solomon, published in 1987, which used CDC surveillance and outbreak data, published reports, and expert opinion to estimate the overall incidence and case-fatality rational for all infectious and parasitic diseases. The Foodborne Diseases Active surveillance Network (FoodNet) is a collaborative effort with the Department of Health and Human Services (HHS), more fully outlined in Performance Goal Two of this plan, and will be the main source of information used to monitor projects in achieving the FSIS stated outcome of a 25 percent reduction in the number of foodborne illnesses associated with meat, poultry, and egg products by the year 2000. On September 16, 1999, CDC released the most complete estimate to date on the incidence of food-borne disease in the U.S. The data are for all foodborne illnesses attributed to all sources not just meat, poultry and egg products. According to the CDC published report, diseases caused by food may cause an estimated 325,000 serious illness resulting in hospitalizations, 76 million cases of gastrointestinal illnesses, and 5,000 deaths each year. According to CDC, these are the most complete estimates ever calculated and should not be compared to previous estimates since the estimates are a result of better information and new analyses rather than changes in disease frequency over time. These new estimates provide a snapshot of the problem and do not measure trends, do not indicate that the problem is getting better or worse, and do not specify the type of food ingested. In addition, these new estimates include some diseases, such as those caused by E. coli 0157:H7 and Norwalk-like viruses that were not included in some previous estimates. The new measures used 1997 as a baseline; before key food safety programs were implemented. However, in a separate report dated March 12, 1999, entitled "Incidence of Foodborne Illnesses: Preliminary Data from the Foodborne Diseases Active Surveillance Network (FoodNet)--United States 1998", CDC stated that:

The 1998 FoodNet data indicate a decline in several of the major bacterial and parasitic causes of foodborne illness. These declines might in part reflect annual fluctuations in the incidence of foodborne illnesses and temporal variations in diagnostic practices. The trends also may reflect implementation of disease prevention efforts. The declines (from 1996 through 1998) in

salmonellosis (14%) and campylobacteriosis (8%) may reflect changes in meat and poultry processing plants in the U.S. mandated by the PR/HACCP rule of the USDA. The largest producers in the food industry implemented HACCP in January 1998. The decline from 1996 to 1998 in the incidence of salmonellosis parallels the reported decline in the percentage of meat and poultry products tested at large, federally inspected processing plants that were positive for *Salmonella*....Reasons for the decline (44%) in *Salmonella* enteritidis isolates remain under investigation....This decline also might in part be explained by the decrease in the percentage of poultry products testing positive for *Salmonella* in large processing plants....

FSIS, in assessing the CDC information, noted that the rate of *E. coli* 0157 infections increased in 1998 to slightly above the 1996 levels, reversing a decline in 1997. The reasons for the fluctuations are unknown. Many factors can influence disease incidences on a year-to-year basis. Therefore, it will be necessary to collect several years of data to be confident of the stability of trends.

**Program Activities:** Federal Food Inspection, Import/Export Inspection, Laboratory Services, Field Automation and Information Management, Grants-to-States, Special Assistance for State Programs, and *Codex Alimentarius*. FSIS inspects approximately 6,000 Federal plants that slaughter cattle, swine, sheep, goats, horses, chickens, and turkeys and process eggs as well as a wide range of processed products, including hams, sausage, stews, pizzas, and frozen dinners. This does not include plants inspected on a voluntary basis only or inspected food warehouses. In fiscal year (FY) 1998, FSIS domestic inspectors examined approximately 84.6 billion pounds of meat and poultry and 3.3 billion pounds of egg products for public consumption. This inspection was in addition to the Agency compliance reviews of retail stores, restaurants, warehouses, distributors, freezers, pet food manufactures, caterers, etc. activities. While the inspection of domestically produced meat, poultry, and egg products as well as oversight of State inspection programs consumes the bulk of FSIS resources, the Agency also recognizes the vital importance of inspecting imported products. To ensure the safety of imported products, FSIS maintains a comprehensive system of import controls to carry out the requirements of the Federal meat, poultry, and egg products inspection laws.

	FY 1998	FY 1999	FY 2000	FY 2001
(Thousands of Dollars)	Actual	Actual	Estimate	Estimate
Funding (Appropriated)	\$588,851	\$617,295	\$649,119	\$687,904
Proposed Legislation:				
User Fees				-534,525
Net Appropriated				153,379
Funding (Reimbursable)	( 84,532)	( 92,902)	(98,304)	(79,304)
Funding (Trust Funds)	4,086	3,449	4,000	4,000
Total Funding	592,937	620,744	653,119	157,379
FTEs (Appropriated)	9,403	9,325	9,649	9,547
FTEs (Reimbursable)	250	231	231	171
FTEs (Trust Funds)	45	34	34	34
Total FTEs	9,698	9,590	9,914	9,752

PERFORMANCE GOAL ONE AND INDICATORS	FY1998 Actual	FY1999 Actual	FY2000	FY2001
Reduce pathogens on raw products.  Percentage of the total number of federally inspected meat and poultry slaughter and/or processing plants having implemented the basic HACCP requirements.	4.8	43.6	99.9	99.9
Compliance rate of establishments operating under HACCP-based daily verification procedures conducted by inspection personnel.	92	90	90	95
Percentage of performed ongoing verifications in conformance with the <i>E. coli</i> testing requirement.	99.99	99.99	99.99	99.99
Number of Federally inspected plants in compliance with the <i>Salmonella</i> national baseline standards (estimates).	191	680	2,288	2,288
Increase in the number of lab tests performed (in thousands) from the base to support Pathogen Reduction Rule targets.	67	57	68	68
Prepare for egg HACCP (both shell egg and egg product).	N/A	N/A	N/A	Yes
Number of Federal-State joint undertakings in: State-Federal Cooperative Inspection Programs ("Equal-To" Programs).	25	25	25	25
Federal-State Cooperative Inspection Programs (Talmadge-Aiken Programs).	9	9	9	9
Cross-utilization Agreements. Cooperative Federal State investigations.	14 127	14 196	14 200	14 200
Number of reviews conducted of State inspection programs and laboratories.	7	7	9	26
Number of countries meeting the HACCP equivalency standards and exporting to the U.S.	36	36	38	41
Number of foreign program reviews conducted to assure international equivalency and maintain export eligibility to the U.S.	23	28	28	31

**Discussion of Performance Goal One:** The achievement of these performance measures supports the achievement of USDA Subgoal 2.2 to reduce the incidence of foodborne illness and to ensure that commercial supplies of regulated products are safe and wholesome. FSIS success in tracking facilities for compliance with the HACCP rule, in increasing the number of lab tests performed, and in establishing baselines for various microorganisms supports two particular USDA themes under Subgoal 2.2. This is done by reducing medical costs and productivity losses due to food related illnesses and to reduce risks to

vulnerable populations such as infants, the chronically ill, or the elderly. FSIS Pathogen Reduction/Hazard Analysis and Critical Control Point (HACCP) Systems regulation was finalized in 1996. HACCP is a scientifically based system designed to reduce pathogens on raw products and FSIS considers HACCP implementation to be critical to achieving its strategic goal. The regulation requires meat and poultry slaughter and processing plants to adopt a HACCP system of process controls to prevent chemical, physical, and biological food safety hazards. The regulation contains specific requirements for sanitation and microbiological testing. It is being phased in over a four-year period and, under the terms of the regulation, 92 percent of all Federally inspected meat and poultry products is produced under a HACCP system by 1999. During FY 2000, 100 percent of all inspected meat and poultry products will be produced under a HACCP system. The higher percentages of compliance shown for FY 1998 reflect that the first wave of HACCP implementation includes plants that were already in compliance with the requirements.

The number of federally inspected plants in compliance with the Salmonella national baseline standards are estimates based on the number of plants tested and the percentage found to be in compliance. These data are derived from a recent testing set. Any plant that fails should take corrective action in order to pass the next set. This information should not be confused with data illustrating plants facing suspension that is indicated upon three consecutive failures by a plant. Legal challenge may influence the implementation of this activity. FSIS anticipates that the overall percentage of plants that fail any particular testing set will decrease over time. The number of Federally inspected plants subject to these standards in FY 1998 was 215, in FY 1999 was 751, and in FY 2000 and FY 2001 is estimated to be 2,660. The level for FY 2000 and FY 2001 is based on the assumption that performance standards for fresh pork sausage and turkey carcasses will be published sometime within this time period.

In revising the FY 2000 APP, FSIS adjusted the measurement pertaining to the number of Federal-State joint undertakings. The new language is more in keeping with the traditional titles of the various activities. The Cooperative Agreements portion was folded into a different category, Cross-Utilization Agreements. This is more inclusive and incorporates three basic categories in accordance with Federal regulations: agreements with States similar to those under Talmadge-Aiken where there are less than ten staff years of activity, agreements where States conduct reviews of custom exempt plants, and agreements where States conduct egg product inspection. The portion entitled cooperative criminal investigation has been renamed to be Cooperative Federal-State Investigations and will also include joint undertakings to share information regarding investigations where there are concerns for food safety.

The Agency also plans to propose HACCP regulations for shell egg and egg products processing plants. The need for this Agency activity has been reinforced through a recent report issued by the General Accounting Office (GAO). FSIS will be establishing the regulatory framework for egg HACCP, developing HACCP plans for producer/packers and grading stations, and initiating the development of training for inspectors and plant officials in egg HACCP in FY 2001. Through re-delegation of USDA authority, the Secretary will provide FSIS with the statutory authority to inspect shell egg packing establishments as part of the Egg Safety Action Plan by the President's Council on Food Safety. To achieve the Council's interim goal of reducing Salmonella Enteritidis (Se) illnesses associated with egg consumption by 50 percent by FY 2005, FDA, CDC and USDA will work cooperatively to improve egg safety from production to consumption.

The current schedules for comprehensive reviews of the federal program, State inspection, compliance, and laboratory programs, and foreign inspection systems are no longer adequate. Increased monitoring is necessary to assure that they are "equal to" or equivalent to U.S. Federal standards. In addition, all State programs must be reviewed in order to comply with administrative procedures contained in the interstate shipment legislative proposal. The data represented in this Performance Goal are contingent on the passage of the proposed legislation permitting interstate shipment of State inspected products. Another issue, regarding changes in overtime and shift coverage, while not necessarily impacting the specific indicators contained in this Annual Performance Plan, could permit the Agency to more effectively randomize inspection visit(s) within a 24 hour time frame. While all of the FSIS Performance Goals are

interconnected, Performance Goals One, Two, and Four are intricately related. Many of the activities such as the program associated with State and Local partnerships outlined in Performance Goal Two may directly impact future performance in Goal One. The culture change in Goal Four continues to be a critical component of HACCP management as it provides the basic infrastructure necessary for implementing and maintaining the system.

**Means and Strategies:** For FY 2001, FSIS is requesting a net increase of \$26.1 million in pay and benefits. This increase will fund both the annualization of the 4.8 percent FY 2000 pay increase and the increase of 3.9 percent in FY 2001 consistent with current economic assumptions. Also included in this increase are funds to cover escalating employee benefit costs for the growing percentage of employees in FERS and for increases in Employee Health Benefits costs projected by the Office of Personnel Management. An increase of \$1.1 million in State non-salary costs is required to maintain a seamless national inspection program.

In FY 2001 FSIS plans to adopt a multi-faceted approach to accomplish the further reduction of pathogens in raw product. Upon completion of HACCP implementation in FY 2000, FSIS will work toward implementing daily, randomized inspection in processing plants rather than conducting inspection on each separate shift that a plant operates. FSIS will make appropriate rulemaking and administrative procedural changes, and conduct consultations with the food inspectors' union about the impact of the change on inspectors' income. Because of the time required to accomplish these changes, implementation is not expected until April of 2001, with an expected decrease of \$4.0 million and 150 staff years.

Re-delegation of USDA authority to FSIS for shell egg surveillance will enable the Agency to conduct implementation of the first phase of the Egg Safety Plan. As part of this plan, FSIS requests \$2.0 million and 21 staff years for micro-sampling for Se, HACCP plan development, consumer and food handler education, and training and operating costs. These activities include the establishment of a HACCP-based system for shell egg processing that includes basic sanitation, rodent and pest control, employee hygiene and health, safety of water and food packaging materials, and washing, sanitizing, grading, packaging, cooling, and repackaging.

In FY 2001, FSIS will increase its comprehensive reviews of foreign and State programs to verify HACCP compliance and provide FSIS with opportunities to reinforce HACCP requirements through the outreach and education that is integral to program reviews. An increase of \$1.5 million and 7 staff years in resources devoted to program reviews is requested for FY 2001. This will also provide increased travel funding to conduct the foreign equivalency reviews necessary to ensure the safety of imported products.

Verification and Validation: Internal procedures, such as the Performance Based Inspection System (PBIS), are currently used to track the performance indicators. The Agency has also worked closely with Research Triangle Institute (RTI) to come up with a detailed study plan for creating a farm-to-table resource management tool. The tool is a computer software intended to improve risk-based decision making and planning that could be used in the following areas: processing plant shift change, interstate shipment of state-inspected product, wholesale exemptions, microbial sampling, pathogen reduction intervention requirements, and Regulatory Impact Analyses. Field trials and system tests will be conducted to validate the implementation of the software. The number of plants in compliance with the various regulatory requirements of the Rule is monitored. FSIS is conducting a comprehensive evaluation of the impact of the HACCP final rule. This is a multi-year project, starting in FY 1999, with five study components, which parallel the HACCP implementation dates for large, small, and very small plants. The five study components are (1) Foodborne Illness Reduction, (2) Inspection Effectiveness and Efficiency, (3) Impact on Industry, (4) Impact on Farm-to-Table Food Safety, and (5) Consumer Confidence. In addition to internal FSIS assessments of HACCP impact, technical and procedural Sanitation Standard Operating Procedures (SSOP) and HACCP implementation, the 1999 House Committee Report directed the General Accounting Office (GAO) to conduct a study of the implementation of the HACCP system.

PERFORMANCE GOAL TWO AND INDICATORS	FY	FY	FY	FY
	1998 Actual	1999 Actual	2000 Target	2001 Target
Collaborate with other public health agencies and stakeholders to enhance the use of collective resources to improve food safety and support the President's Council on Food Safety.  Number of foodborne illness causing pathogens monitored in collaboration with the CDC, FDA and State Public Health Departments through the Foodborne Disease Active Surveillance Network (FoodNet). FY2000 estimates include two parasites:	7	7	9	9
Cryptosporidium and Cyclospora.				
Number of FoodNet Case Studies.	3	3	3	3
Number of pathogen sampling tests performed (in thousands) from State plants.	N/A	N/A	56	56
Standard operating procedures established for coordinating foodborne illness outbreaks and and other food safety emergencies.	Yes	Yes	Yes	N/A
Number of new formal risk assessments initiated annually to identify and quantify food safety risks-FY 2001 conduct <i>Listeria</i> and <i>Campylobacter</i> risk assessment.	1	2	1	1
Implement LIMS. (Laboratory Information Management System)	N/A	N/A	N/A	Yes
Number of individuals participating in the Food Safety Fellows Program.	N/A	N/A	N/A	3
Conduct pilot projects on the commercial handling of inspected product.	N/A	N/A	N/A	Yes
Provide training, pilot projects and direct assistance for inspection program standards and methods.	N/A	N/A	N/A	Yes
Develop and implement Uniform Laboratory Operations pilot projects.	N/A	N/A	Yes	Yes

Strategy with HHS, USDA, and private sector groups to develop and implement a Food Safety Information Center (Network) to expand communications on food safety information to the general public.	Yes	Yes	Yes	Yes
Number of people reached with food safety information through media stories, circulation reports, Home Page visits, Hotline calls (* in millions)	132	83	85	87

**Discussion of Performance Goal Two:** The achievement of these performance measurements supports the achievement of several subgoals. The first is Subgoal 1.2 to open, expand, and maintain global market opportunities for agricultural producers. The second is Subgoal 2.2 to reduce the incidence of foodborne illness and ensure that commercial supplies are safe and wholesome. The third is Subgoal 2.4 to improve dietary practices and promote a healthy, well-nourished population through nutrition education and research. FSIS success in expanding collaborative communications of food safety information and in increasing information outreach through media stories, circulation reports, and the use of Home Pages supports a particular USDA theme under Subgoal 1.2. This is done by helping USDA to enter the information age in the role of information broker on a multitude of agricultural topics. Communicating food safety information also supports a theme under USDA Subgoal 2.2 to educate food producers, processors, and consumers about their responsibilities for food safety, and supports a theme under Subgoal 2.4 to increase nutrition education, marketing and the number of resource materials available to teachers, children, families, and the community. FSIS success in efforts through surveillance sites and technical conferences supports another USDA theme under Subgoal 2.2 to build a meat, poultry, and egg products inspection program that effectively uses the latest science and technology.

Through the Office of the Under Secretary for Food Safety, FSIS is a participant in the President's Council on Food Safety in cooperation with HHS, Environmental Protection Agency, additional USDA agencies, and others. The major crosscutting issue of how to improve food safety is coordinated through the Council. For example, as discussed in Goal One, the Council has addressed the crosscutting issue of egg safety. The Council directly supports the FSIS overall goal of reducing, by 25 percent, foodborne illnesses associated with meat, poultry, and egg products through an early warning system for foodborne outbreaks, coordination among Federal, State, and local food safety agencies, risk assessment, additional research on pathogens, chemical residue, improved inspection and compliance, more effective food safety education for consumers, and strategic planning for effective resource utilization among the designated agencies.

FSIS participates in the Foodborne Disease Active Surveillance Network (FoodNet) with CDC and agreements with the States that will assist in determining the numbers of organisms in contaminated foods, or pathogen dose levels, that cause human illness. These studies require dedicated resources and rapid response to illness investigations while the implicated food is available and patient recall is accurate. As the lead USDA Agency for food safety and public health, FSIS must continue to strengthen its risk assessment capability to effect a true prevention oriented food safety system. This includes strengthening laboratory capability and scientific expertise.

FSIS has been working with HHS, other USDA Agencies, and private sector groups to develop and implement a Food Safety Information Network to expand communications on food safety to the general public. Accomplishments

to date include the creation of a food safety web site (www.foodsafety.gov), linkage of the FDA and FSIS consumer Hotlines, creation of a monthly electronic newsletter to educators, the creation and enhancement of a Foodborne Illness Education Information Center in conjunction with FDA and the National Agriculture Library. FSIS has refined the methodology used to assess the impact of the Agency's

public health message. Based on professional experience, FSIS now estimates that its newspaper articles and publications reach four percent of the papers' circulation. This is in contrast to an earlier methodology employed for developing a performance measure for FY1998, when a higher percentage of articles and publications reaching readership was assumed. In a similar fashion, the Agency uses scientific estimation for predicting the penetration of its televised advertisements to consumers. Telephone call logs for the Meat and Poultry Hotline and electronic tallying of the number of "hits" onto the Agency Website provide an accurate count of the number of Hotline callers and Website users, respectively. As a result of calls to the Hotline, packets of food safety materials are mailed each year to those consumers requesting materials.

The Agency collaborates with other food safety and public health agencies, including the intergovernmental Foodborne Outbreak Response Coordinating Group (FORCG), formed in 1997 by the President's Food Safety Initiative to improve federal and state coordination during interstate outbreaks of foodborne illness. The mission of FORCG is to develop a national comprehensive and coordinated foodborne illness outbreak response system. Through FORCG, draft standard operating procedures have been developed for the rapid exchange of data and information among involved Agencies. These procedures cover the exchange of data and information associated with multi-State outbreaks and complement systems established for exchange of information about day-to-day occurrences of foodborne illness.

External factors such as the improved CDC reporting system will have an impact on achieving Goal Two. The CDC has identified new and emerging strains of organisms that can cause foodborne illness. Such improved identification and reporting can indicate an apparent increase in the incidence of foodborne illness. Even though this enhanced reporting may suggest an increase in foodborne illness, FSIS supports reporting mechanism improvements in order to develop reliable disease baseline and data for the future.

**Means and Strategies:** The President's Food Safety Initiative for FY 2001 includes several items in support of Performance Goal Two. An increase of \$1.5 million will expand FSIS' capabilities to evaluate the risks posed by specific pathogens by strengthening laboratory capability and scientific expertise. This is needed to conduct a risk assessment study of *Listeria* and *Campylobacter* to develop new strategies for combating foodborne illness from these pathogens; acquire the Laboratory Information Management System (LIMS) to replace the current system, which is no longer serviced by the manufacturer and cannot handle modern analyses; and create a Food Safety Fellows program to attract superior scientists having valuable expertise in advanced and newly emerging fields. This will promote **c**loser coordination among federal, state and local food safety agencies—ideally the evolution into a seamless, integrated national system—to identify and fill in gaps in public protection, leading to increased safety for all consumers. An additional \$3.8 million is needed to develop federal-state-local government collaborative programs that will promote efficiencies and enhance food safety for consumers.

Many of the proposed food safety and outreach activities have a direct correlation to the FSIS performance Goals One and Three. Currently, there is a lack of comparable data upon which to evaluate program effectiveness and build a comprehensive farm-to-table food safety system. Closer coordination among federal, state and local food safety agencies would identify and fill in gaps in public protection and lead to a more efficient use of public resources. Collaborative programs will function in the commercial handling of inspected product, inspection program standards and methods, uniform laboratory operations, and a Federal-State Information Line. Participating governments will receive federal funding in exchange for adhering to program standards, subject to federal audits, and for sharing inspection and compliance data with USDA and other participating agencies. The FSIS Federal-State Information Line is allowing State and local food safety officials to get timely, authoritative answers to any questions relating to government oversight of meat, poultry, and egg products, farm-to-table. It also provides consistent information and advice on food technology, regulatory policies, potential emergencies and other issues. It

will also provide a mechanism by which USDA can evaluate its cooperative programs and get timely notice of emerging issues.

**Verification and Validation:** FSIS is using external data from organizations such as CDC to create baselines for foodborne diseases and will continue to use these data for the foreseeable future to measure the increased or decreased prevalence of foodborne pathogens. The data corresponding to the indicators in Goal Two are uncomplicated in nature. Many of these activities involve agency-to-agency financial contributions, the corresponding documentation, monitoring, and status reports. Information can be verified not only using FSIS source documents, but is also subject to review by outside sources from HHS, DOD, States and others. As mentioned in Goal One, the Agency has worked closely with RTI to come up with a detailed study plan for creating a farm-to-table resource management tool which should assist in the verification and validation processes.

In addition, the Agency, as a member of FORCG, conducts reviews and evaluates outbreak response. FORCG members undertake these reviews after appropriate consultation with industry and consumer representatives. Based on these deliberations, FORCG assesses the infrastructure for outbreak responses, makes recommendations for improving the current system, and works with Federal, State, and local governments, the food industry, health professionals, and consumer advocates to implement beneficial changes. FSIS has carefully reviewed analysis by outside reviewers and has attempted to address any deficiencies noted in those reviews.

PERFORMANCE GOAL THREE AND INDICATORS	FY 1998 Actual	FY 1999 Actual	FY 2000 Target	FY 2001 Target
Develop a comprehensive strategy for promoting food safety from farm-to-table.				
Number of collaborative initiatives undertaken to address food safety risks in animal production.	12	14	15	20
Number of State agencies adopting the meat, poultry, and egg portions of the FDA Food Code for retail and restaurant establishments. (Cumulative)	5	10	15	20
Number of successful civil and criminal proceedings carried out to address food safety and violations regarding the wholesomeness and labeling of food that should serve to enhance industry compliance with HACCP and food law requirements resulting from regulatory efforts with FSIS, FDA, and statutory enforcement personnel.	1650	1800	1850	1900
Number of successful administrative enforcement cases carried out resulting from a unified regulatory effort of FSIS inspectors, compliance officers, and/or laboratory personnel that should serve to improve FSIS efforts to enhance industry compliance with HACCP food safety requirements and other administrative provisions provided by statutes.	100	118	130	140

**Discussion of Performance Goal Three:** The achievement of these performance measurements supports the achievement of USDA Subgoal 2.2 to reduce the incidence of foodborne illness and to ensure that commercial supplies are safe and wholesome. FSIS success in collaborative efforts to address food safety risks in animal production, to assure safety and wholesomeness of products during transportation and storage, and to improve compliance with States retail and food service safety programs supports two particular USDA themes under Subgoal 2.2. This is done by helping USDA to reduce medical costs and productivity losses due to food related illnesses and to reduce risks to vulnerable populations such as infants, the chronically ill, or the elderly. The Agency recognizes that ensuring food safety requires taking coordinated steps throughout the chain of production, processing, distribution, sale, and consumption to prevent hazards and reduce the risk of foodborne illness.

All firms and individuals that process, store, or distribute meat and poultry products are subject to random reviews. Where prior history or known risk identify a need for closer monitoring of a particular firm or individual, the FSIS planned compliance program provides a systematic method for determining frequency of follow-up reviews. FSIS is continuing to expand and improve interagency cooperative agreements on inspection, and establish effective partnerships with States and other government agencies over the next several years in risk assessment, risk management, animal production, transportation, retail, and education as important components of its farm-to-table food safety strategy. Performance Goals Two and Three are intricately related due to the need to enhance and expand partnerships with State governments, local governments, and other Federal agencies. FSIS and FDA also participate in meetings on State adoption of the meat, poultry, and egg portions of the Food Code. The two Agencies coordinate their efforts to attempt to encourage more States to adopt the Code, resulting in more uniform application of the Code nationally. Additional Agency outreach is necessary to overcome barriers to state enactment of the Food Code. Activities outlined in Goals Two also address this issue.

**Means and Strategies:** For FY 2000 and 2001, FSIS will maintain its commitment to promote food safety beyond the Federally inspected in-plant setting at both the production level and in-distribution. FSIS continues to work with FDA and AMS to evaluate options and develop potential strategies to assure safety and wholesomeness of products during transportation and storage. The Agency developed strategies and information to improve compliance with States' retail and food service safety programs. FSIS also continues to support the enhanced compliance presence needed to ensure food safety after the product leaves the plant as well as the need for risk assessment and education to reduce pathogen contamination of animals before they reach the slaughterhouse. Continuing to understand the public health risks associated with human pathogens and illegal chemical residues in food animals remains key to promoting food safety and reducing foodborne illness.

**Verification and Validation:** The data necessary to report on the indicators in Goal Three is currently available from established Agency sources, such as enforcement case files. FSIS has carefully reviewed analysis of the USDA and the FSIS performance plans by outside reviewers such as GAO and OMB, and has attempted to address any deficiencies noted in those reviews. Also, the Agency has worked closely with RTI to come up with a detailed study plan for creating a farm-to-table resource management tool that has been discussed in Goal One.

PERFORMANCE GOAL FOUR AND INDICATORS	FY	FY	FY	FY
	1998	1999	2000	2001
	Actual	Actual	Target	Target

Continue the necessary cultural change to support HACCP and HACCP related food safety initiatives by training the workforce to carry out the redefined regulatory tasks and procedures and by ensuring industry and State programs understand their new roles and responsibilities.				
Number of employees receiving Civil Rights training.	3,150	7,685	5,500	6,800
Number of pages of regulations eliminated due to changing roles, responsibilities, or technology.	0	55	20	25
Number of pages of regulations revised/ reinvented due to changing roles, responsibilities, or technology.	5	63	40	50
Number of employees upgraded and performing new HACCP-based inspection in slaughter plants.	N/A	N/A	N/A	825
Percent of poultry (broiler) plants implementing new HACCP-based inspection model procedures.	N/A	N/A	N/A	50
Percentage of FSIS meat and poultry employees trained in HACCP tasks and procedures. (Cumulative)	54.9	92.3	100	5.5
Number of FSIS inspectors trained in FAIM each year.	1,150	741	1,100	875
Number of FSIS computers deployed to the field each year.	835	760	800	900
Number of State inspection programs fully automated to assist States in meeting mandatory HACCP requirements.	N/A	6	14	4
Number of computers deployed to State inspection programs each year.	N/A	565	607	223
Number of State inspectors trained in FAIM each year.	N/A	561	607	223

**Discussion of Performance Goal Four:** The achievement of these performance measurements supports the achievement of USDA Subgoal 2.2 to reduce the incidence of foodborne illness and to ensure that commercial supplies are safe and wholesome. FSIS success in conducting training, reviews, and automation efforts supports two particular themes under USDA Subgoal 2.2. This is done by helping USDA to reduce risks to vulnerable populations such as infants, the chronically ill, and the elderly, and to build a meat, poultry, and egg products inspection program that effectively utilizes the latest science and technology. This performance goal is a critical component for all of the other FSIS performance goals as it provides the basic infrastructure necessary for implementing and maintaining the HACCP system and other activities. The Pathogen Reduction/HACCP regulation represents a fundamental cultural shift of

FSIS, industry, and State roles and responsibilities. FSIS, and therefore the States, must retrain and redeploy resources to implement the regulation.

FSIS will continue improving the work methodologies and deployment of the workforce to more effectively use inspection resources. The HACCP-Based Inspection Models Project will examine how to improve on organoleptic inspection, increase the prevention orientation of inspection systems based on risk assessment, and redeploy resources to better protect the public from foodborne diseases. The project is currently developing in-distribution and new slaughter inspection models. In FY 2000, FSIS will test new slaughter inspection models in volunteer HACCP plants. FSIS plans to publish the poultry models implementation final rule in June 2001, with an effective date of July 1, 2001. Implementation of new models in poultry broiler plants is expected in the last quarter of FY 2001. This will have a substantial impact on the workload and assignment structure of the FSIS in-plant inspection staff. Implementation of slaughter models will also free up a limited number of inspectors to improve the deployment of inspection resources across the farm-to-table food safety continuum.

Up through FY 2000, the FAIM Project is in the implementation stage where there is a high correlation between the number of computers and inspectors trained. Starting in FY 2001, the number of FSIS computer purchases will exceed the number of inspectors trained due to the replacement of equipment purchased, whereas the number of people trained is a factor of turnover and HACCP redeployments. The number of State programs automated shows a revision downward from the data presented last year. The FY 1999 data reflect only those States that are fully implemented. In FY 1999, an additional eight States were in the implementation process that will be completed in FY 2000. Fourteen states will complete implementation during FY 2000. Four States will not have funding available in FY 2000 and their implementation will be delayed until FY 2001.

In 1997, the Secretary of Agriculture accepted the findings of a team that listened to customers and employees from across the U.S. to find out how well USDA was serving the people and how well they treated their employees. As a result of the Civil Rights Action Team (CRAT) report, USDA now mandates modular Civil Rights training for all employees. In FYs 1998 and 1999, FSIS provided Module I training to employees, as required. During FYs 2000 and 2001, FSIS needs to complete additional mandatory training modules.

The Agency will continue and expand its review of all-appropriate regulations and practices to ensure that there are no unnecessary barriers to the use of scientifically sound new technology that would enhance food safety. These regulations impact industry, and industry is changing the way it does business. The Agency continues to sponsor conferences to provide the industry with information and discuss ongoing changes in roles and responsibilities. This technique has proven to be useful to the Agency and its stakeholders in addressing areas of concern. The regulations reviewed and the frequency of conferences could change due to the pending passage of any proposed legislation.

**Means and Strategies:** The Agency strategy is to continue and accelerate the transition to a diversified professional, federal and state workforce in FY 2001. The inspection function remains critically important, and in light of improvements in process control that are occurring under HACCP, changes must be made to upgrade and redeploy the workforce consistent with new work methodologies performed by FSIS inspectors. In FY 2001, FSIS plans to implement the first of a series of inspection changes from the HACCP-Based Inspection Models Project. The new inspection models will redefine the functions slaughter line inspection personnel perform under a HACCP-based food safety system. In FY 2001 FSIS proposes implementing inspection changes from the models project for broilers (young chickens) and is requesting \$3.5 million to fund the associated training, redeployment, and upgrading of inspectors.

It is vital that FSIS transform its regulatory, scientific, and administrative staffs concurrent with the transformation of the inspection workforce associated with the implementation of changes from the

HACCP-Based Inspection Models Project. An increase in regulatory staffing is proposed for FY 2001 to accomplish the Congressional directive to eliminate command and control inspection regulations that are not compatible with HACCP, and replace them with new regulations that convert prescriptive requirements to performance standards and provide the industry with greater flexibility. In order to finish regulatory reform, FSIS requests \$0.2 million for one staff year to hire an economist to provide needed expertise in conducting required economic impact analyses.

To ensure both uniform application of HACCP guidelines and verification procedures within a plant and circuit, and adequate communication between field, district, and headquarters staffs, an increase of \$1.65 million is proposed. This increase will enable the front-line inspection workforce to hold periodic correlation sessions at the work unit level, i.e., within each plant or circuit/patrol unit. In these sessions direct line supervisors will address the concerns and questions of inspectors regarding verification of plant HACCP systems, process control systems, and pathogen testing. Additionally, FSIS requests \$0.5 million to continue cultural change by providing civil rights training to all employees.

**Verification and Validation:** Much of the data incorporated into this performance goal relies upon existing administrative systems or processes that are internal and uncomplicated in nature, such as records of the number of individuals attending training courses or purchase orders for equipment purchases. Many of these administrative systems also rely upon the National Finance Center for processing and providing data used to verify the completion of activities. The FSIS Compliance and Federal/State Relations staffs respectively track enforcement cases and State program activity.

PERFORMANCE GOAL FIVE AND INDICATORS	FY 1998	FY 1999	FY 2000	FY 2001
	Actual	Actual	Target	Target
Continue advocacy for HACCP equivalent systems for imported products and promote international cooperation in food safety.				
Conduct international outreach and education in risk analysis for <i>Codex</i> delegates from foreign countries.	N/A	N/A	N/A	Yes
Percentage of imported meat and poultry products produced under HACCP equivalent food safety requirements.	10	99	99.9	99.9

Discussion of Performance Goal Five: The achievement of this performance measurement supports the achievement of USDA Subgoal 1.2 to open, expand, and maintain global market opportunities for agricultural producers, and Subgoal 2.2 to reduce the incidence of foodborne illness and ensure that commercial supplies are safe and wholesome. FSIS will promote international cooperation and acceptance of HACCP equivalent systems to assure the safety of the domestic food supply through the application of appropriate domestic food safety standards to imported products. FSIS works through the Codex Alimentarius Commission to help develop international food safety standards. Codex is an international governmental organization with membership from the national governments of 151 countries. It was formed in 1962 to facilitate world trade in foods and to promote consumer protection. The Commission is responsible for making proposals to, and is consulted by, the Directors-General of the Food and Agriculture Organization (FAO) and the World Health Organization (WHO). The purpose of this program is to promote the coordination of all food standards work undertaken by international

governmental and non-governmental organizations. Member countries are encouraged to accept and implement *Codex*-approved standards nationally, but they are not obligated to do so.

In 1998, FSIS published a *Federal Register* Notice describing the activities of *Codex*; describing the duties of the U.S. delegate and alternate delegate to *Codex* Committees; providing the criteria and procedures to be used in selecting non-government members to various U.S. delegations to *Codex* Committees; describing the appropriate role of non-government members on these committees; and identifying the manner in which the public will be informed of, and may participate in these activities. Approximately 20 public meetings were held on *Codex* standard setting activities. The *Codex* Steering Committee was restructured to include a policy group and a technical group. This permitted an expansion of membership to involve more agencies, including the Departments of State and Commerce, the Office of the United States Trade Representative, EPA, FDA, CDC, and all interested USDA Agencies. This will help assure an appropriate integration of trade and regulatory considerations in the development of U.S. positions on *Codex* issues. This group is chaired by the Under Secretary for Food Safety, USDA. In FY 1999, the Administrator of FSIS was elected as Chairman of the *Codex Alimentarius*.

The FSIS role within U.S. *Codex* is to represent the United States in matters pertaining to international standards for meat and poultry products. There is no overlap of these responsibilities occurring with other Federal agencies. External factors such as international trade issues can significantly impact Agency performance goals through trade barriers or conflicting international standards that could result in product delays and affect markets. The Agency continues to deal with issues such as the European Union's refusal to accept imports of animals treated with hormones by working very closely with European agricultural trade officials to resolve this trade dispute. The data presented for the percentage of imported products produced under HACCP equivalent food safety requirements represents an educated opinion, as detailed country specific information is incomplete. As importing countries must follow the same implementation schedule, FSIS projects that 99.9 percent of imports will be produced under a HACCP equivalent system during FY 2000.

Means and Strategies: The role of *Codex Alimentarius* is increasingly important to promote appropriate standards for food safety in world trade, which are often based on U.S. standards. To ensure sufficient funding for the operations of U.S. *Codex*, the Senate Committee on Appropriations has directed USDA to submit a consolidated budget for *Codex* activities. FSIS is proposing a separate budget activity to clearly identify the budget for *Codex Alimentarius*. The proposed increase of \$1.0 million is consistent with the Food Industry *Codex* Coalition recommendations for increased funding for the Office of U.S. *Codex*. These additional funds and staffing are needed for FSIS to increase its responsibility for funding an appropriate level of Federal government *Codex* activities and initiate activities aimed at ensuring full participation of the U.S. in *Codex* functions. In addition, FSIS would enhance U.S. leadership in international food safety issues by conducting technical seminars for international delegates to *Codex* and training U.S. delegates in *Codex* procedures. The seminars would provide the U.S. a forum for educating delegates about the importance of science-based factors to design sanitary and phytosanitary measures. Issues to be addressed at seminars would include biotechnology, risk analysis, determinations of equivalence, and plans for sampling products.

**Verification and Validation:** The data corresponding to the indicators in Goal Five can be verified by using FSIS source documentation. Data indicating percentage of imported products produced under HACCP can not, nor will not, be verified by Agency data. This was a transitional indicator useful only during HACCP implementation to provide preliminary information. As discussed in Performance Goal One, the Agency will continue to review foreign programs to assure international equivalency and maintain export eligibility to the U.S.

PERFORMANCE GOAL SIX AND INDICATORS	FY 1998 Actual	FY 1999 Actual	FY 2000 Target	FY 2001 Target
Streamline and improve the effectiveness, efficiency, and diversity of administrative and human resources support functions.				
Number of management reviews conducted to ensure appropriate internal controls.	7	10	10	10
Percentage of the workforce at the GS-13 level and above who are women, minorities, or persons with disabilities.	46	46	47	47
Percentage of the workforce at the GS-12 level and below who are women, minorities, or persons with disabilities.	46	47	47	48

**Discussion of Performance Goal Six:** The achievement of this performance goal supports the achievement of USDA Subgoal 2.2 to reduce the incidence of foodborne illness and ensure that commercial supplies are safe and wholesome. In addition, this performance goal supports the achievement of the strategic plans of departmental offices within USDA. One specific example of this is the Office of the Chief Financial Officer's (OCFO) goal of implementing a single, integrated financial management information system, or the Foundation Financial Information System (FFIS), in USDA. In FY 2000, FSIS will be one of the initial USDA agencies to implement FFIS, a comprehensive accounting system, which will provide financial data necessary to bring FSIS into compliance with the requirements of the Chief Financial Officers Act. FSIS is updating its financial system to comply with new requirements for providing reliable cost accounting information.

The reliability of FSIS financial information is critical to the Agency and, for that reason, it is FSIS policy to respond to all financial audits in a timely manner. It is a goal of FSIS to complete the corrective action(s) on schedule for all management control and audit related issues after reaching a management decision. The FSIS management control work group tracks and reports on the Agency progress in resolving deficiencies and completing corrective actions. It is also FSIS policy to comply with all acquisition requirements. To this end, the Agency requires entities receiving federal assistance to certify their compliance with the drug free workplace, debarment, suspension, and non-lobbying requirements.

**Means and Strategies:** FSIS plans to continue projects initiated under prior fiscal years. During 1998, FSIS completed projects to streamline administrative systems such as the automated transmission of field travel vouchers outlined in the preliminary 1999 Annual Performance Plan. During FY 2000, the Agency will continue to streamline administrative systems and procedures. A major strategy in this effort is to enhance the Civil Rights Program within FSIS to address conflicts and prevent complaints that detract from the overall work environment. The changes necessary are in keeping with the CRAT report discussed in Performance Goal Four. The Agency has chosen indicators that reflect the overall FSIS workforce diversity to ensure appropriate Civil Rights Program compliance activity.

**Verification and Validation:** Internal procedures will be used to track the output measures. Some of the data incorporated into this performance goal rely upon existing administrative systems or processes that are internal and/or rely upon the National Finance Center for providing data that are used to verify the

completion of activities. Some of the measure incorporated into this performance goal will serve to enhance future verification and validation activities and enhance the reliability of Agency data.

SUMMARY OF AGENCY RESOURCES FOR FISCAL YEAR 2000 (Dollars in Thousands)					
		TOTAL RESOURCES GOAL 1 FY 2000			
FEDERAL FOOD INSPECTION	\$ FTE	551,987 9,229			
IMPORT/EXPORT INSPECTION	\$ FTE	10,456 124			
LABORATORY SERVICES	\$ FTE	32,060 291			
FIELD AUTOMATION	\$ FTE	8,023 0			
GRANTS-TO-STATES	\$ FTE	40,655 0			
SPECIAL ASSISTANCE FOR STATE PROGRAMS	\$ FTE	5,231 0			
CODEX ALIMENTARIUS	\$ FTE	707 5			
SUBTOTAL	\$ FTE	649,119 9,649			
REIMBURSEMENTS	\$ FTE	(98,304) 231			
TRUST FUNDS	\$ FTE	4,000 34			
TOTAL	\$ FTE	653,119 9,914			

SUMMARY OF AGENCY RESOURCES FOR FISCAL YEAR 2001 (Dollars in Thousands)					
		TOTAL RESOURCES GOAL 1 FY 2001			
FEDERAL FOOD INSPECTION	\$ FTE	588,258 9,125			
IMPORT/EXPORT INSPECTION	\$ FTE	11,526 126			
LABORATORY SERVICES	\$ FTE	34,393 291			
FIELD AUTOMATION	\$ FTE	8,023 0			
GRANTS-TO-STATES	\$ FTE	41,734 0			
SPECIAL ASSISTANCE FOR STATE PROGRAMS	\$ FTE	5,231 0			
CODEX ALIMENTARIUS	\$ FTE	1,739 5			
SUBTOTAL	\$ FTE	687,904 9,547			
REIMBURSEMENTS	\$ FTE	(79,304) 171			
TRUST FUNDS	\$ FTE	4,000 34			
TOTAL	\$ FTE	691,904 9,752			

Several objectives in the FSIS Strategic Plan will be accomplished by reallocating resources, while others will require additional funding. The FY 2001 Budget proposes to continue investing in transforming inspection at both the Federal and State levels from a traditional organoleptic inplant emphasis to HACCP-based inspection with a farm-to-table food safety emphasis.

# **Proposed Waivers**

FSIS is not requesting any waivers in connection with the FY 2001 Budget.

# **APPENDIX A**

Discontinued Measures/Indicators from the Revised 1999, 2000 Annual Performance Plan

The following indicators have been deleted from the Annual Performance Plan due to duplication, completion, discontinuation of the initiative, timeliness, or lack of management usefulness.

DISCONTINUED INDICATORS	FY 1997	FY 1998	FY 1999	FY 2000
	Actual	Actual	Target	Target
PERFORMANCE GOAL ONE Reduce pathogens on raw products				
Percentage of meat and poultry slaughter and processing establishments in compliance with the Basic HACCP verification requirements. (Based on those mandated to meet the requirements during any given year.)	N/A	99.9	99.1	
Sampling of egg products from the plant environment conducted for various microorganisms to establish baseline data.	N/A	N/A	N/A	
PERFORMANCE GOAL TWO Collaborate with other public health agencies and stakeholders to enhance the use of collective resources to improve food safety and support the President's Council on Food Safety.				
Number of cooperative agreements with States for risk assessment.	N/A	N/A	N/A	
Number of Federal-State joint undertakings in : Technical conferences Advisory Committees Other Committees	12 3 3	12 3 3	12 3 3	
PERFORMANCE GOAL FOUR Continue the necessary cultural change to support HACCP and HACCP related food safety initiatives by training the workforce to carry out the redefined regulatory tasks and procedures and by ensuring industry and State programs understand their new roles and responsibilities.				
Number of FSIS employees trained in SSOP tasks and procedures, and cultural change each year.	4,331	350	359	
Number of staff officers trained as HACCP experts	N/A	N/A	C*	

Number of additional FSIS inspectors trained in compliance methods and procedures each year.	0	35	14	
Number of Agency sponsored conferences with industry to clarify and discuss roles and responsibilities.	34	20	20	
Number of States receiving HACCP training.	25	C*		
Number of Consumer Safety Officers covering in-plant activities. (Cumulative)	N/A	N/A	638	
Number of automated-microbial identification systems for use in State inspection programs (cumulative).	8	23	25	
PERFORMANCE GOAL SIX Streamline and improve the effectiveness, efficiency, and diversity of administrative and human resources support functions.				
Modernize the accounting system by implementing FFIS.	N/A	Yes	C*	
Core Business Process and Data Analysis Project established, developed, and implemented.	Yes	Yes		
Administrative Business Processes and Data Analysis Project established, developed and implemented.	Yes	Yes		
Automated transmission of field travel vouchers implemented.	Yes	C*		
Year 2000 contingency plan developed, tested, and validated.	Yes	Yes	C*	

C\* = Completed